

Commuter Trip Reduction

1999 CTR Task Force Report to the Washington State Legislature



For more information:

- Call the WSDOT Transportation Demand Management Office at (360) 705-7874.
- E-mail szydtom@wsdot.wa.gov.
- Write WSDOT, TDM Office, PO Box 47387, Olympia WA 98504-7387.
- Fax: (360) 705-6862.

To obtain this report in its electronic version:

www.wsdot.wa.gov/pubtran/ctr

Persons with disabilities may request this information be prepared and supplied in alternative formats by calling collect (206) 389-2839. Persons with hearing impairments may call 1-800-833-6388 (Washington State Telecommunications Relay Service) and ask for 206-515-3683.

Prepared by the Commute Trip Reduction Task Force with support from the Washington State Department of Transportation, Transportation Demand Management Office.

December 1999



December 1, 1999

Jim Slakey, Chair
Department of Transportation

Ron Bergman
Clark County Department of Public
Works

Stu Clark
Department of Ecology

John Davis
Snohomish County Public Works

Cody Dorn
Fluke Corporation

Grant Fredricks
Department of General Administration

Agnes Govern
Sound Transit

Jesse Hamashima
Pierce County Public Works & Utilities

Hal Hart
Department of Community, Trade and
Economic Development

Jeanette Hawkins
City of Olympia

Richard Hayes
Kitsap Transit Authority

Mark Heintz
Hewlett Packard Company

Ted Horobiowski
Avista Corporation

Don Johnson
Simpson Tacoma Kraft Company

Scott Merriman
Citizen Representative

Rick Pusateri
Safeco Insurance

Liz Rankin
City of Seattle Engineering Department

Rose Marie Raudebaugh
Citizen Representative

Bill Roach
King County Department of
Transportation

Mikal Wasch
The Boeing Company

Judy Zenk
Citizen Representative

TO: Washington State Legislature

FROM: James Slakey, Chair
Commute Trip Reduction Task Force

SUBJECT: 1999 CTR Legislative Report

The Washington State Commute Trip Reduction (CTR) Task Force is pleased to submit the attached report as required by RCW 70.94.537. This is the second report submitted by the CTR Task Force, and it describes the impacts to date of the CTR Law, RCW 70.94.521-551.

The CTR Law established a 28-member Task Force to oversee implementation and evaluation of the program. As indicated on this page, Task Force members represent citizens, major employers, transit agencies, cities and counties, and state agencies. Over the past several years the Task Force has worked closely with employers, local jurisdictions, and others to collect the information necessary to compile the attached report.

The CTR Task Force concludes that the program continues to have positive, quantifiable impacts; it has improved the efficiency of the state's transportation system and reduced air pollution and fuel consumption. The CTR Program continues to be a sound investment for the state and is leveraging significant private investments toward improving the quality of life for all Washingtonians. The Task Force also finds that the program will become more valuable in the future as state population continues to grow, and that actions can be taken to broaden the program's impacts.

The Task Force recommends that the program be continued with full funding, including funding for the Rideshare Tax Credit Program. The Task Force also recommends that the legislature grant local jurisdictions the flexibility to extend the program to additional worksites.

Over the next several years the Task Force will continue to work with employers, local jurisdictions, and other stakeholders to evaluate and improve the CTR Program. The Task Force will deliver another report to the Legislature on December 1, 2001.

If you have any questions about the information contained in this report, please contact me at (360) 705-7920.

Table of Contents

Executive Summary.	Page ii
CTR Program Background.	Page 1
<i>Program Structure</i>	
<i>1997 Legislative Changes</i>	
<i>Enhancing the CTR Program</i>	
Impacts, Costs and Benefits.	Page 7
<i>Congestion</i>	
<i>Air Quality</i>	
<i>Energy Consumption</i>	
<i>Will Program Impacts Continue?</i>	
<i>Costs and Benefits</i>	
Future Challenges.	Page 13
1999 Conclusions and Recommendations.	Page 15
Supporting Documents.	Page 16

Executive Summary

The goals of the Commute Trip Reduction (CTR) Law (RCW 70.94.521-551) are to reduce traffic congestion, air pollution and petroleum consumption through employer-based programs that reduce the number of commute trips in single occupant vehicles (SOV).

The CTR Task Force concludes:

- **CTR works.**

The CTR Program removes 18,500 vehicles from the state's roadways every morning. If the 12,600 vehicles removed in the Puget Sound region each morning were added back to the region's highways, the equivalent of 22.5 additional lane miles would be needed to accommodate the demand. The cost to the state to provide this additional capacity would be \$36–\$169 million. Each year, the program prevents 3,200 tons of air pollution and reduces petroleum consumption by 6.5 million gallons, saving Washington citizens \$8 million in fuel costs alone.

- **CTR is a good investment.**

Each dollar the state invests in CTR leverages more than four dollars in investments from its private sector partners. Employers invest in CTR because it makes good business sense and because they are supported by a statewide program. The Ridesharing Tax Credit Program is an important factor in the decision of many organizations to invest in CTR. Last year 267 companies took advantage of this credit. More than 1,100 worksites participate in the CTR Program, including 92 worksites that have implemented programs voluntarily.

- **CTR will become more valuable.**

With continued population growth, and the prospect of significant cuts to local transit service as the result of the passage of Initiative 695, the importance of the CTR Program for managing demand on the transportation system is greatly increased.

- **CTR can increase its impacts.**

Many employers and jurisdictions believe the impacts of the program would be increased by expanding the program to additional worksites, investing in supporting infrastructure, curtailing urban sprawl, and aligning local parking policies with CTR goals.

The Task Force recommends that the Legislature:

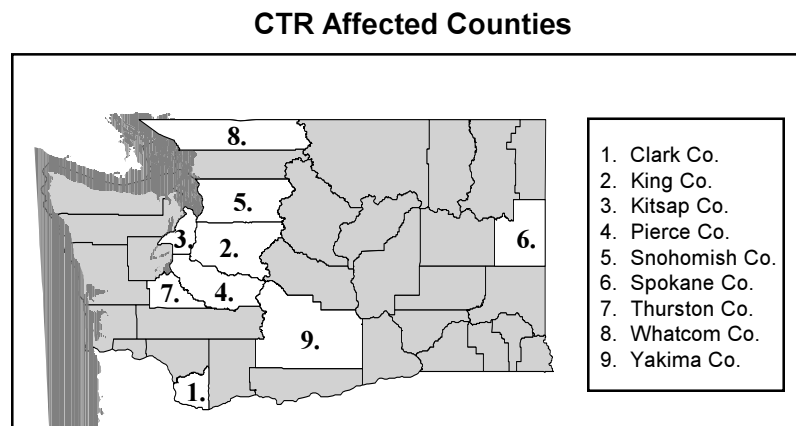
1. Fully fund the CTR Program through June 2006.
2. Ensure that the Ridesharing Tax Credit Program continues to be available to employers.
3. Allow local jurisdictions to expand the program to worksites with fewer employees, business parks and office complexes, and high school and college faculty and students.

CTR Program Background

Program Structure

In 1991, the Washington State Legislature passed the Commute Trip Reduction (CTR) Law, incorporating it into the Washington Clean Air Act as RCW 70.94.521-551. The goals of the CTR Program are to reduce air pollution, traffic congestion, and petroleum consumption through employer-based programs that decrease the number of commute trips made in single occupant vehicles (SOV).

The CTR Law affects the state's nine counties with populations over 150,000—Clark, King, Kitsap, Pierce, Snohomish, Spokane, Thurston, Whatcom and Yakima. Whatcom County became affected by the law in 1997.



The CTR Program is a collaborative partnership among employers, counties, local jurisdictions and the WSDOT Transportation Demand Management (TDM) Office. County and local governments administer the CTR Program through plans and ordinances that require employers to develop commute programs. Local ordinances vary within guidelines set by the CTR Task Force to ensure statewide consistency.

State

The CTR Task Force establishes program guidelines, ensures statewide consistency among county and local ordinances, and reports to the Legislature every two years. The Task Force consists of 28 members appointed by the Governor to represent citizens, business, state agencies, transit agencies and local jurisdictions.

Counties and Cities

Affected counties, and cities within those counties, have developed local ordinances requiring employers to implement CTR programs. They also provide support to employers in reaching CTR goals.

State Agencies

The CTR Law directs the Washington State Department of General Administration to coordinate CTR programs within state agencies.

Employers

Worksites with 100 or more full-time employees at a single worksite who begin their scheduled workday between 6 a.m. and 9 a.m. for twelve consecutive months are subject to the CTR Law. The law exempts certain employees, including seasonal agricultural and most construction workers.

Currently 1,103 worksites participate in the CTR Program, employing almost 500,000 employees—about 27 percent of the persons who work in the nine CTR counties. The number of worksites affected by the law has increased 21.3 percent since 1993, and the share of the workforce at CTR worksites has kept pace with the increase in employment.

The participating worksites include 92 sites that voluntarily implement CTR programs; they employ more than 6,000 persons. The number of voluntary sites has increased in recent years. The growth of voluntary employers demonstrates that many businesses recognize the value in extending commute alternative programs to their employees.

What are employers doing?

Employers must meet the following minimum requirements as outlined in the CTR Law:

Orion Industries of Federal Way, one of 92 voluntary program participants, opted into the CTR Program in 1993 to meet their business needs. Their CTR program provided tools to help build a solid workforce; internal ridematching assistance, teleworking, and a compressed work week for all employees brought their already low 38 percent drive alone rate to just under 20 percent.

Appoint an Employee Transportation Coordinator.

- Three percent of the worksites have full time employee transportation coordinators (ETCs).
- Six percent of the worksites have ETCs that spend between 10 and 40 hours per week on the program.
- Twelve percent have ETCs that spend between four and 10 hours per week on CTR.
- Forty-five percent have ETCs that spend less than two hours per week on CTR.
- At 31 percent of the sites, the ETC works with a committee of other employees.

Develop a CTR Program and implement measures designed to achieve the law's SOV and VMT reduction goals.

Employers are required to provide information to employees, implement measures to reduce drive alone commuting, and monitor progress. Employers have wide latitude in designing their

programs to accommodate their business needs, their organizational style, and the limits and opportunities imposed by their worksite location and the availability of alternative transportation services.

Providing employees information about their commute choices is required of all worksites.

- Eighty-eight percent of the worksites distribute information to new hires.
- Forty percent of worksites make presentations on CTR to company management.
- Fifty-three percent of the worksites make CTR presentations to employees.
- Eighty percent of the worksites organize and participate in transportation fairs and similar events.
- Eighty-five percent of worksites have an identifiable location for commuter information.
- Seventy percent of worksites provide ride-matching services for their employees, using either in-house systems or those made available by local governments, transit agencies or Transportation Management Associations.

Most worksites have developed CTR programs that exceed the minimum requirements.

- About 20 percent of the worksites charge employees for parking drive-alone vehicles in nearly 31,000 spaces, and the same proportion reports eliminating a total of more than 2,600 parking spaces.
- Over 50 percent of the worksites provide reserved or priority spaces for carpools, and 30 percent do so for vanpools.
- More than 70 percent of the worksites offer their CTR participants a guaranteed ride home in case of an emergency, a program that has been identified as extremely important to the success of worksite CTR programs.
- Nearly 90 percent of worksites provide spaces for bicycle parking, with covered spaces at more than two thirds of these sites.
- Seventy percent of sites provide lockers, showers, or both for bicyclists, walkers, and others.
- Over 30 percent of the worksites provide special loading zones, some sheltered, for carpool and vanpool riders.

Although funding for other elements of worksite programs remains fairly constant, employers have increased the amount they spend on providing subsidies and other incentives to their employees.

- Sixty-nine percent of worksites subsidize use of at least one alternative commute mode.
- Five percent of worksites offer subsidies for all alternative modes.
- Nine percent of worksites offer subsidies for all but ferry use.

Though challenged by an isolated location with only one transit route, Zak Designs Inc. of Spokane developed a CTR program that exceeds its goals. With 41% of the company's top managers carpooling regularly and an active CTR committee, this 1999 Governor's CommuteSmart winner serves as inspiration for other Spokane employers.

- Thirty-one percent of worksites offer no subsidies at all. However, some of these sites offer other financial incentives, including drawings for prizes and recognition lunches for participants.

Many employers move beyond a focus on commute mode to eliminate some trips entirely.

- Forty-one percent of worksites offer employees some form of compressed workweek, and more than 48,000 employees participate.
- Eighty percent of worksites allow users of alternative modes the flexibility to adjust their work schedules to accommodate shuttle, vanpool, or transit schedules. More than 55,000 employees avail themselves of this option.
- Nine percent of worksites have modified their employees' work schedules to move their commute trips outside the 6–9 a.m. morning peak period. More than 2,100 employees no longer commute during the peak period as a result of this measure.
- Fifty percent of the worksites allow at least some of their employees to work from home one or more days per week.

Annually report progress and provide survey data in measurement years.

Worksites are required to monitor their efforts and report annually to the jurisdiction that administers the program for their site. If the worksite fails to make progress, the jurisdiction works with the employer to modify the program. In addition, every two years worksites survey their employees to determine progress towards the SOV and VMT reduction goals. WSDOT provides survey processing and analysis at no charge to employers, and makes the results available to counties and jurisdictions, in order to improve program performance.

Make a “good faith effort” to achieve the goals.

Employers are required to meet the minimum requirements of the CTR Law and to work collaboratively with the local jurisdiction to make incremental improvements over time.

About 30 percent of the worksites provide a “bare bones” program to their employees—one that meets only the minimum required by the CTR Law. Most do more, and many do far more than the minimum requirements—innovation and investment of resources are the norm rather than the exception. In 1997, the Governor’s CommuteSmart Awards were initiated to recognize those employers who have developed innovative and successful CTR programs. The winning companies serve as examples for others and provide educational opportunities for those wishing to improve their programs. To date, the Governor has presented 36 CommuteSmart Awards.

One key element to a successful program is the support and endorsement of CTR by top management, which some award-winning employers have shown can be demonstrated both effectively and inexpensively.

1997 Legislative Changes

Following a broad dialogue between the CTR Task Force, employers, and jurisdictions, in 1997 the Task Force recommended that the Legislature enact changes to the CTR Law. These changes included clarifying employer expectations, changing worksite SOV and VMT goals, and creating a public awareness campaign. These changes were designed to improve implementation of the program and increase employer flexibility.

Through a series of statewide employer forums held in the summer of 1999, and a variety of other feedback processes, the Task Force determined that the 1997 CTR Law changes were well received and beneficial for the majority of employers. Jurisdictions benefited from the changes as well, although additional administrative effort was required to implement the changes.

Clarifying Employer Expectations

The definition of “good faith effort” was clarified and added to the CTR Law. Employers are in compliance with the CTR Law if they are showing a good faith effort and are making progress toward the goals.

Goal Changes

The CTR goals for reducing SOV and VMT at worksites were modified in the following manner:

	<u>Original Goals</u>	<u>Modified Goals</u>
1995	15%	15%
1997	25%	20%
1999	35%	25%
2005	None	35%

“Changing the goals and clarifying the definition of ‘good faith effort’ provided realistic selling points to management. It was also a good PR tool to show that the state was responding positively to employer concerns about how difficult the task of CTR truly was.”

*Employer quote from
CTR Task Force
Employer Forum,
August 1999*

Enhancements to the CTR Program

Beginning in 1994 with creation of the Rideshare Tax Credit, the Legislature and the CTR Task Force have worked on ways to expand the program and increase its impacts. The tax credit reimburses employers for providing subsidies to employees who use alternative commute modes. In 1996, the tax credit was expanded to all employers statewide and to all alternative commute modes. In 1997, the legislature added public awareness to the program’s tool kit and the “Relax” advertising campaign was born. In 1998, the program received an additional \$2.5 million to support vanpooling, subsidies at non-profit and public sector sites, and grants to help employers overcome specific worksite barriers. During the 1999 legislative session, the Legislature acted to continue this program by allocating Congestion Mitigation and Air Qualify (CMAQ) funds to enhance CTR.

Ridesharing Tax Credit

The Ridesharing Tax Credit allows employers who subsidize employee use of alternative commute modes to receive a credit on their business and occupation (B&O) or utility tax liability up to \$60/year per employee. The credit was capped at a total of \$1.5 million per year until 1998, when the cap was increased to \$2.25 million.

In 1997, an evaluation of the tax credit found that the program was helping smaller sites participate in the CTR Program and that these efforts were highly effective. The credit continues to be successful, with 267 employers taking advantage of the credit in 1998.

Employers participating in the CTR Program who have received the credit have made significantly more progress toward CTR goals than those who have not received the credit. Between 1995 and 1999, employers who took the credit were over four times as successful in reducing their SOV rate than employers who did not take the credit. Analysis of the data suggests that this program is increasingly important for worksites to continue reducing drive-alone commuting.

Public Awareness Campaign

In response to employers' requests for a statewide public awareness campaign to encourage the use of commute alternatives, the 1997 Legislature appropriated \$600,000. WSDOT secured an additional \$200,000 from oil overcharge funds. Market research stressed that significant changes in commute behavior required a long-term effort. The public awareness campaign, "*Relax. There's more than one way to get there.*" debuted in January 1999. Through transit agency partnerships and media matches, the campaign leveraged additional contributions for a total campaign value of \$1.6 million in the first six months. A research study in June 1999 showed that 76 percent of the target market recognized one or more advertisements from the campaign. This is more than three times the recognition rate typical of new public awareness campaigns. Jurisdictions, employers, transit agencies and transportation organizations have adopted the campaign for use in their own promotions as well.

Enhancement Grants Program

In April of 1998, the Washington State Legislature appropriated \$2.5 million in High Capacity Transportation funds to enhance the Commute Trip Reduction Program. This money was directed toward three objectives: 1) capital improvements for Puget Sound public vanpool programs (\$1 million); 2) programs designed to reduce specific worksite barriers hindering the use of alternative commute modes (\$500,000); and 3) incentives to encourage worksites to provide commute subsidies to their employees (\$1 million). The results of the enhancement grant program include 89 new vans added to a statewide fleet of more than 1,300; 39 employer services grants to help acquire infrastructure to support CTR and initiate employee incentive programs; and 52 rideshare subsidy grants that prompted nearly 31,000 people to try alternative commute modes. Grant recipients matched the state funds with more than \$4 million of their own funds.

Impacts, Costs and Benefits

The CTR Program continues to show measurable, positive impacts on traffic congestion, air pollution and petroleum consumption. These gains have been realized despite significant population growth, and with the base state budget for CTR remaining constant except for specific projects such as the enhancement grants program and public awareness campaign. All the while, employer contributions to CTR worksite programs have increased 40 percent between 1997 and 1999, to a total of \$26 million last year.

The CTR Program is of value to citizens, employers and jurisdictions of Washington State and becomes increasingly important with projected population growth, and potential service and infrastructure cuts as a result of Initiative 695.

Congestion

The worksites participating in the CTR Program removed 18,500 vehicles from the state's roads each day during the morning commute in 1999, an increase from 12,622 vehicles in 1997.



In the Puget Sound region, the CTR Program removes 12,600 vehicles from the region's roads each morning. If these vehicles were added back to the region's highways, the equivalent of 22.5 additional lane miles would be needed to accommodate the demand. The cost to the state to provide this additional capacity would be between \$36–\$169 million. Transportation modeling conducted by the Puget Sound Regional Council (PSRC) and WSDOT's Office of Urban Mobility found that the largest reductions in morning peak traffic volumes occur on northbound I-5 near Fife, and northbound I-405 near I-90. The CTR Program also reduces peak morning traffic through the I-5/I-90 Interchange by more than 1,300 vehicles per day. This interchange was recently rated the third-worst traffic bottleneck in the nation.

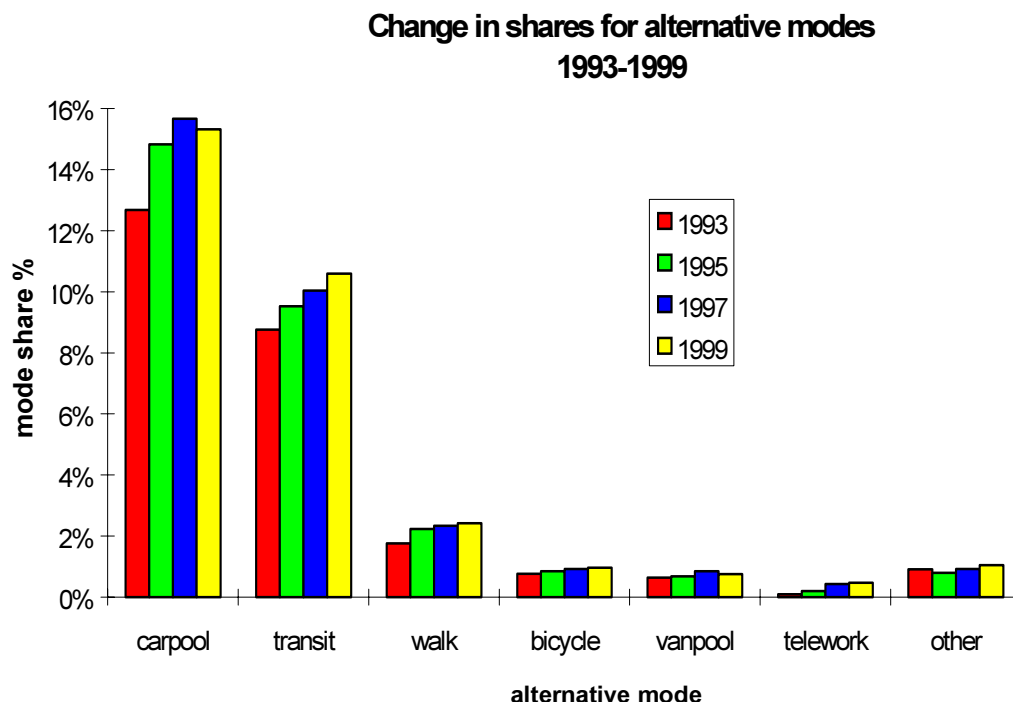
The modeling by PSRC showed that these and other changes in traffic volume resulting from the CTR Program reduce average morning travel time in the region by two hours per year. The Texas Transportation Institute's most recent national survey of congestion conditions estimated that drivers in the Seattle-Everett area spend an average of 69 extra hours per year in traffic because of congestion. This time lost to delay, which was the third highest in the nation, would have been two hours higher without the CTR Program. WSDOT is in the process of conducting similar analyses for other areas of the state.

Washington state has experienced significant growth since 1993. Population has increased 8.3 percent and employment has soared by 18.8 percent. Both of these factors contribute to the increasing demand on the state's transportation system.

Relieving traffic congestion and increasing system efficiency will become more crucial if, as expected, transit service and highway construction are reduced as a result of the passage of Initiative 695. Despite these potential reductions, investments in infrastructure to support alternative commute modes—including improvements and expansions to transit, park-and-ride facilities, and the HOV system—remain critical to the CTR Program’s future success.

Changing How People Get to Work

The drive-alone share for the nine CTR affected counties decreased from 74.4 percent in 1993 to 68.4 percent in 1999, while use of all alternative modes has increased during the same period.



Since the inception of the program, carpooling, transit use, and teleworking showed significant increases, while moderate increases occurred for vanpooling, walking, and bicycling. Although teleworking remains a small portion of total mode split, it has had the greatest rate of increase.

A recent study by WSDOT’s Office of Urban Mobility concluded that demand for vanpools in the Puget Sound region continues to exceed the availability of vans, and that substantial opportunity exists to expand vanpool use in the region even after this existing demand has been satisfied.

“The burden of over 2,300 vehicles every day is removed from the ferry system thanks to vanpooling—that’s the equivalent of 11 vessels that would be needed to accommodate the vehicles if commuters drove alone.”

*Sid Morrison, Secretary,
Washington State
Department of Transportation*

Vehicle Miles Traveled

WSDOT has estimated the vehicle miles traveled (VMT) for the entire state as approximately 51 billion annually. Employees commuting to CTR worksites accounted for just over 3.7 billion of this total in 1999. In the absence of CTR, miles driven to these worksites would have been 117 million miles, or three percent, higher. The program reduced total state VMT by 76.8 million miles in 1997.

Air Quality

In 1999, the CTR Program reduced emissions by 3,200 tons, a larger reduction than the 2,380 tons estimated in 1997. Two types of pollutants—carbon monoxide and ozone—are of particular interest in Washington.

Although all of the state's counties currently meet the federal air quality standard for carbon monoxide (CO), the Spokane and Yakima areas are considered non-attainment areas because of recent violations of the standard. Transportation accounts for approximately 90 percent of CO emissions. In Spokane County, the CTR program reduced CO emissions by 477 tons in 1999—about 0.7 percent of the area's total from transportation—compared to 250 tons in 1997. In Yakima County the program reduced CO emissions by 25 tons, a smaller reduction than in 1997.

Volatile organic compounds (VOC) and oxides of nitrogen (NO_x) react in the presence of sunlight to produce ozone, and motor vehicles account for approximately one-third of the emissions of these substances. The Portland-Vancouver area presently violates the current federal ozone standard. The Puget Sound area barely meets the current ozone standard, and probably would have violated the standard in 1999 if the region had experienced its typical summer weather. In 1999, the CTR Program reduced emissions of VOC by 237 tons in the Puget Sound region, compared with 195 tons in 1997. The program reduced NO_x by 199 tons in 1999, compared to 166 in 1997. The emission reductions in 1997 were 0.3–0.4 percent of the Puget Sound region's totals from transportation. Although these sound like very small improvements, compliance with clean-air standards typically is built upon incremental emission reductions from a number of different sources, including CTR.

“Puget Sound is the economic engine of Washington State. The continued vitality of the economy is closely linked to our ability to meet federal air quality standards. Businesses support CTR because they realize air quality compliance hinges on reducing automobile emissions. Noncompliance could have economic consequences, such as fewer federal highway dollars and tougher regulations on business.”

*Cathy Cole, Executive
Director, Commuter
Challenge*

Energy Consumption

Petroleum use was reduced by 6.5 million gallons in 1999 as a result of CTR, compared to 4.3 million gallons in 1997. The savings to Washington citizens are \$8 million annually in fuel costs alone.

Will Program Impacts Continue?

When the CTR Program began in 1993, only 28 percent of the employees at CTR worksites were using alternative commute modes at least one day a week. By 1999, the proportion had increased to 38 percent. More than a quarter of these persons use alternative modes three or fewer days a week, which indicates potential remains to increase the program's effectiveness among present participants.

Although the reduction in drive-alone rates has slowed, there has been substantial variation in progress toward reductions across the state and at individual worksites. Employee turnover and changes in the number of employees at a site, the level of management support, stability of workplace assignments, changes in the availability of transit services or the cost of parking, and funding for employee incentives all affect a worksite's success in reducing drive-alone commuting. Many of these are outside the control of the present CTR Program. However, the wide variation in progress suggests that with the correct mix of worksite effort and continued public investment in transportation alternatives, much potential remains to reduce drive-alone commuting.

For these reasons, the CTR Task Force continues to endorse the CTR Program as a viable solution to reduce traffic congestion, air pollution and fuel consumption, at least in the short term.

In the longer term, the impacts of the CTR Program depend in part upon decisions made today about land development and transportation infrastructure, including future expansion of park-and-ride facilities and the HOV system. Continued development of new employment sites in low-density settings which provide access only by automobile will limit the ability of employees to use low-cost, convenient alternatives to drive-alone commuting in the future. On the other hand, developing new employment sites which are convenient to reach by other transportation modes would provide employees with options which employers and the CTR Program can more easily encourage them to use.

Costs and Benefits

The WSDOT TDM Office has estimated benefits and costs of the CTR Program. The following table excludes some potential costs and benefits for which separate credible estimates are not now possible. These include:

- effects on human health of reduced exposure to traffic stress and emissions, although estimated benefits from reduced air pollution do include some health benefits of lower exposure of the general population to emissions
- effects on movement of freight, other goods, and services
- effects on accident rates and severity, because the relationships between these and traffic volume are not well enough understood to estimate the impact of the CTR Program in this area.

Estimated Annual Costs and Benefits of CTR

Category	Benefit	Cost	Source
Reduced Operating and Maintenance Costs for Commuters' Own Vehicles	\$31-\$35 million		Change in vehicle miles estimated from CTR employee survey and cost per mile from national sources, includes value of petroleum savings.
Increased Vanpool and Bus Costs		\$11-\$24 million	Change in vehicle miles estimated from CTR employee survey and cost per mile from national sources.
Change in Travel Time, Convenience, and other Trip Characteristics for CTR Participants		Possible range from \$5-\$37 million	No direct estimate. Range is theoretical upper and lower bounds on cost.
Freed-Up Parking at Worksites	\$3-\$7 million in short term, \$8-\$17 million in long term		Change in vehicle trips estimated from CTR employee survey and parking costs from local parking studies and employer annual reports.
Changes in Employee Productivity	No estimate		Probable net benefit, anecdotal evidence only.
Increased Transportation System Capacity	\$1-\$25 million		Very preliminary estimate is \$5.1 million for travel time savings, modeled from CTR trip reductions in Puget Sound area.
Improved Air Quality	\$1-\$22 million		Change in vehicle miles from CTR employee survey, and preliminary national estimates of cost per ton.
Worskite Program Costs		\$8-\$11 million	Survey of employers. Excludes incentives paid to employees because employees receive equal benefit and the two cancel each other.
State, County, and Local Program Costs		\$7.2 million	Includes \$3.8 million spent by counties and jurisdictions, and the \$3.12 million state investment.

This page left blank for binding.

Future Challenges

The challenges that employers and jurisdictions identified in 1996 were, in large part, addressed through the changes to the CTR Law adopted by the Washington State Legislature in 1997. These changes included clarifying employer expectations, changing worksite SOV and VMT goals, and creating a public awareness campaign. Through the 1999 employer and jurisdictional feedback process, the Task Force learned that these changes were well received. Sixty-five percent of employers found the changes helpful.

In August and September of 1999, seven employer forums were held statewide to gather input and feedback from employers. Approximately 25 percent of affected employers attended one or more forums; attendees were mainly Employee Transportation Coordinators (ETC), representing both public and private employers. A similar involvement process was undertaken to obtain feedback from jurisdictions and others involved in program administration.

The challenges to success, listed in order of importance to employers and jurisdictions, are:

1. Lack of service and infrastructure for commute alternatives.

Employers listed the number one barrier to success or expansion of their worksite CTR programs as a lack of infrastructure and service, including limited transit routes and vanpool programs, overcrowded and insecure park-and-ride facilities, incomplete and inaccessible HOV systems, and uncoordinated transit pass programs.

2. Insufficient funding, incentives and disincentives.

Employers identified a number of funding issues that may impede the expansion of their programs, including insufficient and unstable program funding at the state and local level, limits on the Ridesharing Tax Credit program, and insufficient employee incentives.

3. Employee resistance to the CTR program and an SOV mindset.

Employers continue to work to overcome resistance by potential program participants to use alternative transportation modes. Employers acknowledged the value of the statewide public awareness campaign and called for its continuation and expansion.

4. Land use patterns that hinder the use of transportation alternatives.

The issues of worksite development in rural areas, the need for expanded park-and-ride facilities, and the need for transit-oriented development were just some issues that were identified by employers and jurisdictions. Cross-jurisdiction coordination and regional standards were mentioned as an important step in working to solve this challenge.

5. Parking policies that don't support CTR.

Plentiful free parking is a major barrier to many worksite CTR programs. Employers called for increased attention to the development of parking policies that are supportive of CTR goals.

6. Limited scope of the CTR program.

While worksites currently affected by the CTR Law continue to make progress towards meeting program goals, many employers and jurisdictions called for additional measures to be adopted to expand the impact of the program. These ideas include extending the program to employers with 50 or more employees, to office complexes and industrial parks, and to high school and college faculty and students.

In addition to the input from employers and jurisdictions, the Task Force examined numerous policy options to increase the impacts of the CTR Program. These options and the Task Force's recommendations are summarized in Appendix B.

The Task Force believes that the CTR Program is an important element of the larger strategy for addressing traffic congestion, air quality, and energy consumption challenges. However, with commute trips to currently affected CTR worksites accounting for only seven percent of the total annual vehicle miles traveled in CTR counties, additional solutions must also be pursued. Including more worksites in the CTR Program, aligning local parking policies and land use decisions with CTR goals, and investing in alternative transportation infrastructure would extend the impacts of the current program. Passage of Initiative 695 and the resulting loss in state and local revenue makes the development of supporting infrastructure more challenging, and points with increased urgency towards the need to address parking supply and land use issues.

Conclusions and Recommendations

The goals of the Commute Trip Reduction (CTR) Law (RCW 70.94.521-551) are to reduce traffic congestion, air pollution and petroleum consumption through employer-based programs that reduce the number of commute trips in single occupant vehicles (SOV).

The CTR Task Force concludes:

- **CTR works.**

The CTR Program removes 18,500 vehicles from the state's roadways every morning. If the 12,600 vehicles removed in the Puget Sound region each morning were added back to the region's highways, the equivalent of 22.5 additional lane miles would be needed to accommodate the demand. The cost to the state to provide this additional capacity would be \$36–\$169 million. Each year, the program prevents 3,200 tons of air pollution and reduces petroleum consumption by 6.5 million gallons, saving Washington citizens \$8 million in fuel costs alone.

- **CTR is a good investment.**

Each dollar the state invests in CTR leverages more than four dollars in investments from its private sector partners. Employers invest in CTR because it makes good business sense and because they are supported by a statewide program. The Ridesharing Tax Credit Program is an important factor in the decision of many organizations to invest in CTR. Last year 267 companies took advantage of this credit. More than 1,100 worksites participate in the CTR Program, including 92 worksites that have implemented programs voluntarily.

- **CTR will become more valuable.**

With continued population growth, and the prospect of significant cuts to local transit service as the result of the passage of Initiative 695, the importance of the CTR Program for managing demand on the transportation system is greatly increased.

- **CTR can increase its impacts.**

Many employers and jurisdictions believe the impacts of the program would be increased by expanding the program to additional worksites, investing in supporting infrastructure, curtailing urban sprawl, and aligning local parking policies with CTR goals.

The Task Force recommends that the Legislature:

1. Fully fund the CTR Program through June 2006.
2. Ensure that the Ridesharing Tax Credit Program continues to be available to employers.
3. Allow local jurisdictions to expand the program to worksites with fewer employees, business parks and office complexes, and high school and college faculty and students.

Supporting Documents

The following documents have been prepared to support the 1999 Legislative Report. They are available through the Washington State Department of Transportation, Transportation Demand Management Office by calling (360) 705-7874.

- Appendix A *Moving Forward with Commute Trip Reduction: An Evaluation of the 1998–1999 CTR Enhancement Grant Program*, WSDOT TDM Office, December, 1999
- Appendix B *1999 Commute Trip Reduction (CTR) Policy Options Summary: Working Paper #7*, CTR Task Force Policy and Guidelines Subcommittee, October, 1999
- Appendix C *Advertising Awareness Study: Executive Summary Report*, Robinson Research, July, 1999
- Appendix D *Employer Forums 1999: Report to the Washington State Commute Trip Reduction Task Force*, Franklin Associates, October, 1999
- Appendix E *Washington's Commute Trip Reduction Program: Sixth Year Survey Analysis and Program Impacts* (draft), WSDOT TDM Office, December, 1999

